CITY OF SAN JOSE
CAPITAL OF SILICON VALLEY

Memorandum

TO: PUBLIC SAFETY, FINANCE AND STRATEGIC SUPPORT COMMITTEE

FROM: Deanna J. Santana

SUBJECT: **DOWNTOWN DEMOGRAPHICS STUDY**

DATE: March 12, 2009

Approved ~~Approved~~ Date 3/12/09

RECOMMENDATION

A. Accept the City Manager's response to the City Council's referral on how and whether the City can accurately survey the demographic characteristics of people in the Downtown Entertainment Zone.
B. Public Safety, Finance and Strategic Support Committee recommendation to the full City Council on how it would like to proceed with respect to conducting a Demographic Study in the Entertainment Zone.

BACKGROUND

During the November 18, 2008 City Council meeting, the City Council discussed the issue of public intoxication and heard testimony from members of the public. At that meeting, the City Manager was directed:

> *To ascertain how and whether the City can accurately survey the demographic characteristics – including their race, ethnicity, gender, and approximate age – of the people in the downtown Entertainment Zone during key hours of heavy nightclub activity, preferably under the auspices of an unaffiliated third-party.*

To respond to this referral, staff contacted the demographics departments at San Jose State University (SJSU) and University of California, Berkeley (UCB) to research whether such a demographic study could be completed. Additionally, staff outreached to a private survey consultant to seek additional interest in performing such work. SJSU did not respond to the

City's inquiries and the private professional survey company expressed a lack of interest in performing such work.

Through discussion with the Statistics Department at UCB, it was recommended that the City contact (1) UCB's Survey Research Center and/or (2) Lapkoff & Gobelet Demographics Research, Inc (LGDR). LGDR recommended that the City work with UCB's Survey Research Center citing their solid background in demography, data collection, and statistical analysis. Based on the above process, the City has been working with UCB's Survey Research Center to respond to this referral. A competitive bid process is not necessary given that UCB Survey Research Center is a public agency (SJMC 4.12.225(A)) and since the City is exploring how the City would go about conducting such a study, with no obligation yet to have one completed.

Attachment A outlines the Survey Research Center (SRC) qualifications in detail. In brief, SRC was established in 1958 as the principal campus facility for survey research and related social science analysis at the University of California, Berkeley. SRC's major role is to provide high quality technical services for quantitative social research. The Center has built an impressive record of performance in professional social research, with a strong dedication to quality control and to the introduction of new methodologies. SRC has the flexibility to tailor study designs to the specific needs of the particular investigation, including atypical survey conditions. Additionally, a brief profile of Mr. Robert H. Lee, SRC Director, is provided and, it should be noted, that the City has worked directly with Mr. Lee on developing a response to the City Council's referral. Mr. Lee will be available to respond to questions at the Public Safety, Finance, and Strategic Support Committee meeting.

ANALYSIS

Through discussions with staff at the UCB Survey Research Center, it has been confirmed that a study could be conducted to survey the demographic characteristics – including their race, ethnicity, gender, and approximate age – of the people in the downtown Entertainment Zone during key hours of heavy nightclub activity, preferably under the auspices of an unaffiliated third-party. While both survey design approaches would contain limitations to the use/application of the data, there are two basic approaches for collecting the data and below is a brief explanation of both approaches:

1. Observational Demographic Study

This method design calls for the Entertainment Zone to be mapped and broken down by grid. A certain number of grid cells would be selected randomly for inclusion in the study. Enumerators in various locations within the Entertainment Zone would be assigned to grids and the Enumerators would observe the people who pass by and record their estimates regarding the demographic characteristics of those people. Depending upon the anticipated volume of people to be tabulated, the Enumerators would use a scientifically defined method for selection of the people to be included in the tabulations. A methodology would need to be developed to prevent

double counting of people as they move from grid to grid in the Entertainment Zone, but UCB Survey Research Center feels that the survey design could address this issue.

This method is less precise than the method discussed below but it would still provide valuable information nonetheless. The reduced precision comes from the reliance that is placed upon the Enumerator's ability to accurately estimate what an individual's demographic characteristics are and the Enumerator's reporting of them. This approach would be recommended if the project goals do not require fine distinctions of one or more of the demographics characteristics.

Additionally, as with the survey design below, the application of the data obtained from the study could not be used as information to evaluate the demographic characteristics of the Entertainment Zone in past years. Also, the data obtained would not provide information useful to understanding the changes in demographics over time nor would it serve to forecast the demographic composition of the Entertainment Zone in the future. That said, the data obtained from the study would only provide information on the date the study was conducted and for that "snap shot" in time (the hours that it was collected).

The estimated cost for this approach is about $25,000 per data collection study. Increasing the frequency of data collection over time could provide trend information on the demographics of the Entertainment Zone, but additional information would need to be captured, such as the tracking of changes in night club venues, time of year, etc.

2 Interview Demographic Study

This method involves a more labor intensive approach where Interviewers are utilized to solicit responses to a number of questions that capture one's demographic characteristics. As like the Observational Demographic Study, the Entertainment Zone would be mapped and a grid would be created on the map. A certain number of grid cells would be selected randomly for inclusion in the study. Interviewers would be assigned to a selected grid and the Interviewer would stop people who pass by and ask each selected person a series of structured questions. In this approach, there would be actual interviews by an Interviewer, rather than visual observations by an observer. The Interviewer would directly ask the questions to the selected person and record the answers. A methodology would need to be developed to prevent double counting of people as they move from grid to grid in the Entertainment Zone, but UCB Survey Research Center feels that the survey design could address this issue.

This approach would be a more precise way to measure the demographic characteristics of interest. Given that the responder controls how their demographic characteristics are recorded, the results of the study are more reliable. However, the results of the data could be skewed if there appears to be a low response rate from a certain group for which the Interviewers are trying to capture demographic data (low response rate from females, younger individuals, etc.). This method would be recommended if the project goals required a high level of accuracy.

Additionally, as with the Observational Survey, the application of the data obtained from the study could not be used as information to evaluate the demographic characteristics of the Entertainment Zone in past years. Also, the data obtained would not provide information useful to understanding the changes in demographics over time nor would it serve to forecast the demographic composition of the Entertainment Zone in the future. The data obtained from the study would only provide information on the date the study was conducted and for that "snap shot" in time (the hours that it was collected).

The estimated cost for this approach is about $80,000 per data collection study. Increasing the frequency of data collection over time could provide trend information on the demographics of the Entertainment Zone, but additional information would need to be captured, such as the tracking of changes in night club venues, time of year, etc.

Limitations to the Demographic Study

With any survey, there are limitations to interpreting the data. Below is a high level summary of additional limitations that impact the quality of the survey:

- Accuracy, or margin of error, is dependent on the final design and methodology utilized to conduct the study. The higher the level of accuracy desired, the higher the cost for the demographic study and the more complex survey design.
- It should be noted that both survey methods only document a "snap shot" in time with respect to the demographics.
- If the goal is to understand changes or trend activity related to demographics within the Entertainment Zone, then the above approaches would need to be performed repeatedly over time to measure changes in demographics. This would be costly as collecting data on a one time basis ranges from $25,000 - $80,000.
- The data collected can not be used to understand demographics of the Entertainment Zone in the past or in the future.
- The data collected would not provide any information on law enforcement activities.

CONCLUSION

The City Council directed the City Manager to ascertain how and whether the City can accurately survey the demographic characteristics – including their race, ethnicity, gender, and approximate age – of the people in the downtown Entertainment Zone during key hours of heavy nightclub activity, preferably under the auspices of an unaffiliated third-party. Through discussion with survey experts from U.C. Berkeley, it has been determined that such a study could be performed but that there would be limitations on the utility of the data obtained.

A decision to proceed with the Demographic Study is entirely up to the City Council, staff would be available to facilitate the UCB Survey Research Center in performing this independent study.

If the City Council would like to proceed, then staff should be directed to bring forward the necessary budget action to fund the Demographic Study.

Deanna J. Santana
Deputy City Manager

ATTACHMENT: Attachment A

For questions please contact Lee Wilcox, Downtown Coordinator, at (408) 535-8172.

Survey Research Center

Services and Qualifications

UNIVERSITY OF CALIFORNIA, BERKELEY

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THE SURVEY RESEARCH CENTER
University of California at Berkeley

December, 2008

The Survey Research Center (SRC) was established in 1958 as the principal campus facility for survey research and related social science analysis at the University of California, Berkeley. SRC's major role is to provide high quality technical services for quantitative social research. The Center has built an impressive record of performance in professional social research, with a strong dedication to quality control and to the introduction of new methodologies. SRC has the flexibility to tailor study designs to the specific needs of the particular investigation, including atypical survey conditions.

The Center maintains the experienced professional staff and technical resources necessary to conduct surveys and assist in all phases of the research process – from grant proposal assistance to study design to computer processing and analysis.

Research Services Available from SRC:

- *Grant Proposal Consultation / Assistance*
- *Research Design Consultation*
- *Sample Design and Implementation*
- *Questionnaire Design*
- *Project Management*
- *Focus Group Recruitment / Focus Group Facilitation*
- *Data Collection via:*
  - ✓ *Computer Assisted Telephone Interviewing (CATI)*
  - ✓ *In-Person Interviewing (CAPI)*
  - ✓ *Mail Surveys*
  - ✓ *Web Surveys*
  - ✓ *Mixed-mode Surveys*
- *Respondent Location / Tracking Services*
- *Data Entry Services*
- *Coding Services (including coding of open-end questions)*
- *Preparation of Cleaned Datasets with:*
  - ✓ *Full Documentation*
  - ✓ *Codebooks with Frequency Distributions*
  - ✓ *Standard Rectangular Data Files*
  - ✓ *Conversion of Data into ASCII, SPSS, SAS, STATA*
  - ✓ *Univariate and Multivariate Data Analysis*
  - ✓ *Documentation and Web-based analysis via SDA software*
- *Report Preparation and Presentation*

Areas of research specialization:

- Surveys of Minority Populations
- Surveys in Multiple Languages
- Surveys Involving Follow-up Panels
- Surveys Involving Sensitive Subjects
- Surveys Involving Special Populations
- Surveys Involving Hard-to-Locate Populations
- Epidemiological Surveys that include Specimen Collection
- Focus Group Recruitment / Focus Group Facilitation

Facilities for Telephone Interviewing

Telephone interviews constitute an important alternative to personal interviews for many survey studies. The Survey Research Center is fortunate to collaborate with the Computer-assisted Survey Methods Program (CSM), which is responsible for computing software and direct user services in all of the computer-related aspects of social research.

Telephone interviews are conducted from centralized telephone interviewing stations, permitting close supervision of interviewing. The telephone facility currently accommodates thirty-two interviewing stations divided among four supervisory "clusters." Supervisory stations are equipped with speaker telephones and video display monitors, from which supervisors can monitor CATI interviews in progress. The facility also includes an adjacent Field Directors' office with a system capable of monitoring all interviewing stations, including up to 8 at one time.

CATI CAPABILITY OF THE SURVEY RESEARCH CENTER

The Survey Research Center is one of the leading centers for the development and production of computer-assisted telephone interviewing (CATI). The Center has installed equipment and support facilities for telephone interviewing, based on the CATI system developed by the Center and by Berkeley's Computer-assisted Survey Methods (CSM) program. The CATI software program used by SRC is known as CASES. Under this method, interview questions are stored in computer memory, recalled in programmable sequences, and displayed for each interviewer on a computer terminal. Interviewers enter answers received by telephone directly into the computer by keying in the appropriate response codes. Some of the advantages of CATI, compared to ordinary telephone interviewing, are as follows:

- Skipping to certain questions based on the answers to previous questions is handled by the computer, thus eliminating a major source of interviewer error in complex paper and pencil questionnaires.

- Interview questions can be modified automatically to insert information already obtained (such as names), or to phrase questions appropriate by personal characteristics (such as sex or marital status).

- The wording and order of questions can easily be controlled by random numbers, thus facilitating experiments in survey design.

- Only valid response codes are accepted by the computer; apparent discrepancies between the responses of more than one question can also be identified so that clarifications can be obtained while the respondent is on the phone.

- Data files and tabulations are available sooner because data entry and most editing and data cleaning are eliminated.

The Center was a pioneer in conducting CATI surveys. SRC has conducted CATI surveys since 1978. These surveys range from very large studies having more than ten thousand completed interviews to small surveys with only a few cases. Surveys conducted by CATI are both cost-effective and scientifically sound.

General Procedures for Maintaining Quality

The Survey Research Center has developed a number of procedures to ensure the collection of data of the highest quality. Some of the principal procedures are described below:

- **Interviewer recruitment and selection.** Careful interviewer selection is as important as thorough training. We screen as many as ten times as many applicants as we plan to hire, and provisionally hire the most promising. All interviewers are required to study written instructions and attend training sessions.

- **Basic interviewer training.** The Survey Research Center's basic interviewer training sessions use a combination of techniques, including group discussion sessions with mock interviewing and practice interviewing, followed by both group and private critiques. Basic training sessions normally last two full days, and specialized CATI training generally takes another full day.

- **Preparation of instructions for interviewers.** SRC routinely prepares detailed written instructions for all new studies. The instructions attempt to anticipate major problems, and we update these instructions during a study as unanticipated problems arise. We use quizzes during training and briefing sessions to ensure that all interviewers understand prescribed techniques.

- **Project Briefing.** In addition to the basic training described above, interviewers attend briefing sessions at the beginning of each study. Most study briefings take a minimum of two full days of group meetings, preceded by study of written question-by-question instructions and completion of practice interviews by each trainee.

- **Monitoring interviewer performance.** On all telephone studies, survey supervisors monitor a sample of each interviewer's work on each interviewing shift. On personal interview studies, survey supervisors conduct verification interviews with 10% of each interviewer's cases.

- **Continuing supervision and review.** In order to ensure interviews of high quality from start to finish, each interviewer routinely reviews his or her own completed work in a private session with a supervisor -- no matter how experienced the interviewer. These individual review sessions are held at least once a week for each interviewer and more often if there is any doubt about the interviewer's performance.

In-Person Capabilities

SRC has collected data using in-home and clinic based interviewing and specimen collection for diverse social science, public policy, and public health topics. Recent study subject matter includes HIV transmission, in-home drinking water and gastro-intestinal illness, adolescent sexual networks and STD transmission, and Childhood Leukemia. Specimens collected as part of these studies include: Blood, saliva, semen, stool, buccal (cheek) cells, and dust. Other measurements include GPS, installation and maintenance of in-home water filtration devices, water collection and sampling, passive air monitors, breathalyzers, and blood pressure. All specimens and measurements follow strict protocols for collection, storage and shipment.

Robert H. Lee Background

Robert H. Lee is Director of Survey Operations of The Survey Research Center, University of California, Berkeley, and is in charge of the day-to-day operations of its Survey Services Facility. Before coming to the SRC, Mr. Lee was Director of Operations at the Ohio State University's Center for Survey Research; Operations Director for Freeman, Sullivan & Co. in San Francisco; California; President of Princeton Data Source in Fredericksburg, VA; and Associate Director of the University of Wisconsin Survey Center. Mr. Lee has more than 30 years of survey research management experience.

Mr. Lee is a member of several professional survey research associations including the American Association of Public Opinion Researchers; the International Field Directors and Technologies Association; Academic Survey Research Organizations; and BASE (Bay Area Survey Evaluators, researchers and statisticians). Mr. Lee is also on the Advisory Committee for the International Field Directors' & Technologies Conference. He is also on the Advisory Committee for the California Health Interview Survey.